

Third Party Evaluation Report 2011
The Ministry of Foreign Affairs of Japan

**Evaluation of
Training and Dialogue Programs**
-Summary-

February 2012
【Global Link Management, Inc.】

Preface

This report is a summary of the “Evaluation of Training and Dialogue Programs” undertaken by Global Link Management, Inc. entrusted by the Ministry of Foreign Affairs (MOFA) of Japan in FY2011.

Since its commencement in 1954, Japan’s Official Development Assistance (ODA) has contributed to the development of partner countries, and finding solutions to international issues which vary with the times. Recently, there have been increased domestic and international calls for more effective and efficient implementation of ODA. MOFA has been conducting ODA evaluations mainly at the policy level with two main objectives: to improve management of ODA; and to ensure its accountability. Those evaluations are conducted by third parties to enhance their transparency and objectivity.

The present evaluation targets training programs that are conducted in Japan by the Japan International Cooperation Agency (JICA). The evaluation exercise aims to present recommendations based on the results, which point to the future direction of reform of the Training and Dialogue Program.

Prof. Shinobu Yamaguchi, Global Scientific Information and Computing Center, Tokyo Institute of Technology, acting as a chief evaluator, and Prof. Taro Yamamoto, MD, PhD, Department of International Health, Institute of Tropical Medicine, Nagasaki University, being an advisor for the evaluation, made an enormous contribution to this report. Likewise, MOFA, JICA, and the ODA Task Force as well as the government and institutions in Indonesia, donors and NGOs also made invaluable contribution. We would like to take this opportunity to express our sincere gratitude to all those who were involved in this study.

Finally, we wish to add that the opinions expressed in this report do not reflect the views or positions of the Government of Japan.

February 2012
Global Link Management, Inc.

Evaluation of Training and Dialogue Program Scheme Evaluation

<p>1. Evaluators:</p> <p>(1) Chief Evaluator Prof. Shinobu Yamaguchi, Global Scientific Information and Computing Center, Tokyo Institute of Technology</p> <p>(2) Advisor Prof. Taro Yamamoto, MD. PhD, Department of International Health, Nagasaki University</p> <p>(3) Consultants Global Link Management, Inc.</p>	<p>(photo)</p> 
<p>2. Period of Evaluation: June 2011 – February 2012</p>	<p>(ex-participants in action, Sulawesi, Indonesia)</p>
<p>3. Country Survey Indonesia</p>	

Outline of Evaluation

1 Evaluation Results

At present, the official statements of the Training and Dialogue Program (hereinafter referred to as “the Scheme” or “the Training Program”) only explicitly articulate the short-term objective of the Program: human resources development of the recipient countries. However, it is important that the Government of Japan recognizes the potential long-term, diverse impacts of the Scheme, including both diplomatic goals and domestic regional development objectives within Japan. It is also suggested that the strategic planning of the Scheme be enhanced by incorporating such long-term and diverse objectives.

● **Relevance of Policies**

Overall, the relevance of policies of the Scheme is considered to be high. The Scheme aligns itself well with the overall development assistance and diplomatic policies of the Government of Japan. The Training Program that targets development issues of high priority for recipient countries as well as the international community is well designed and conducted.

● **Effectiveness of Results**

Overall, the effectiveness of the results of the Scheme is considered to be high, in light of numerous cases identified throughout the course of the evaluation exercise. The Scheme has contributed towards human resources development in the recipient countries, addressing development issues. The Scheme has also contributed to increased exposure to international issues within Japan, and has nurtured significant ‘pro-Japan’ groups of people in the recipient countries.

● **Appropriateness of Process**

Implementation process of the Scheme faces numerous challenges, particularly in ensuring its quality. To align with diplomatic policies, to improve systematic

recruitment of qualified human resources in Japan, and to contribute further to human resources development in recipient countries, the Scheme's design and implementation process should be reviewed with a view to building upon its achievements in the past.

2 Main Recommendations

(1) Clarify the Strategic Objectives of the Scheme

- Enhance strategic value of the Scheme by clarifying objectives
- Align the program planning with each objective

(2) Ensure High Quality of the Training Courses Offered under the Scheme

- Strengthen program approach and other means by linking with other development assistance schemes
- Select training programs with clear comparative advantages in Japan
- Establish the 'Japan Brand' —offer training courses with unique features and comparative advantages
- Tailor training implementation procedure according to the different status of the recipient countries
- Ensure “experiential-learning” elements in the training courses (i.e. not to over-economize duration and cost to the point where the ‘learning from doing and seeing’ element is drastically reduced)
- Strengthen support for the institutions that implement training courses

(3) Implement Reforms with a View to Achieving Long-term National Interest

- Strengthen partnerships with ex-participants
- Strengthen the implementation structure by developing public-private partnerships
- Promote mutual learning processes between those concerned with the Scheme in Japan and recipient countries

(Note: The opinions expressed in this summary are based on the perspectives of the Evaluation Team and does not reflect the views of the Government of Japan.)

1-0 Introduction

The Training and Dialogue Program (hereinafter referred to as ‘the Scheme’ or ‘the Training Program’) of the Japan International Cooperation Agency (JICA) was originally launched in 1954 as among the first of a number of technical cooperation schemes by the Government of Japan for the developing countries. It has since been an important component of Japan’s Official Development Assistance (ODA) program since its inception over fifty years ago. The Training Program was initially established as a ‘stand-alone’ assistance scheme among JICA’s multiple assistance programs (e.g. grant aid, technical cooperation, concessionary loans, etc.), as opposed to other ‘training activities’ that are part of in-country operational programs and projects. The latter is usually the case in most of the other international donor-funded programs. As such, the Scheme of JICA is considered highly unique, and few other equivalent programs currently exist in the world.

While the Training Program still maintains a significant position within Japan’s overall development assistance programs today, domestic and international environment surrounding development assistance programs has gone through major changes over the past few decades. There has been demand within the Government of Japan to scrutinize the overall impact of this historical Scheme as a whole, with a view to fundamentally reform and reshape the Scheme to meet today’s shifting development requirements. The evaluation described herein has been conducted against such a background. The evaluation targets three types of training programs that are offered in Japan:¹ Group and Region-focused Training Programs, Country-focused Training Programs, and, Young Leaders Training Program (see Figure 1).

The evaluation has been conducted externally, meaning that the Ministry of Foreign Affairs entrusted the exercise to an externally sub-contracted Evaluation Team, comprised of the following academics and consultants of a private development consulting firm²:

¹ JICA also supports those training programs that are conducted locally (i.e. within the recipient countries) and those that are implemented in ‘third country’ contexts (e.g. participants from Dominican Republic receive training in Mexico under JICA support). However, the present evaluation has focused its attention on those trainings that are implemented in Japan.

² The full evaluation report is available in the Japanese language only.

Evaluation Team:

(1) Chief Evaluator

Prof. Shinobu Yamaguchi, Global Scientific Information and Computing Center, Tokyo Institute of Technology

(2) Advisor

Prof. Taro Yamamoto, MD, PhD, Department of International Health, Institute of Tropical Medicine, Nagasaki University

(3) Consultant

Chiaki Nakamura, Senior Consultant, Global Link Management, Inc.

Hiroko Tanaka, PhD, Senior Consultant, Global Link Management, Inc.

Yasunori Nakamura, Consultant, Global Link Management, Inc.

1-1 Evaluation objectives, framework and methods

The objective of the present evaluation was to provide with the Ministry of Foreign Affairs of Japan with information and an evidence-base for, future directions of reform of the Scheme. The evaluation exercise was conducted by following the Guidelines for ODA Evaluation Version 6, April 2011, of Ministry of Foreign Affairs.

In terms of the overall evaluation criteria, JICA-supported development projects are generally evaluated against five evaluation criteria, developed by OECD-DAC (Development Assistance Committee of the organization for Economic Cooperation and Development), including: relevance, effectiveness, efficiency, impact, and sustainability. For the present evaluation, it was decided that three out of the five OECD-DAC criteria would be used, and tailored for this specific evaluation: 1) policy relevance, 2) effectiveness of the results, and 3) appropriateness of the process. These three categories were chosen as evaluation criteria due to the broad nature of the present evaluation exercise (i.e. it evaluates the Scheme as a whole, as opposed to specific project interventions with pre-determined outputs and clear-cut timelines). In addition, during the evaluation the Team also conducted a review of the historical changes in the significance and roles of the Scheme during the past fifty years of its implementation, as well as an analysis of the comparative advantages of the Scheme over other similar programs.

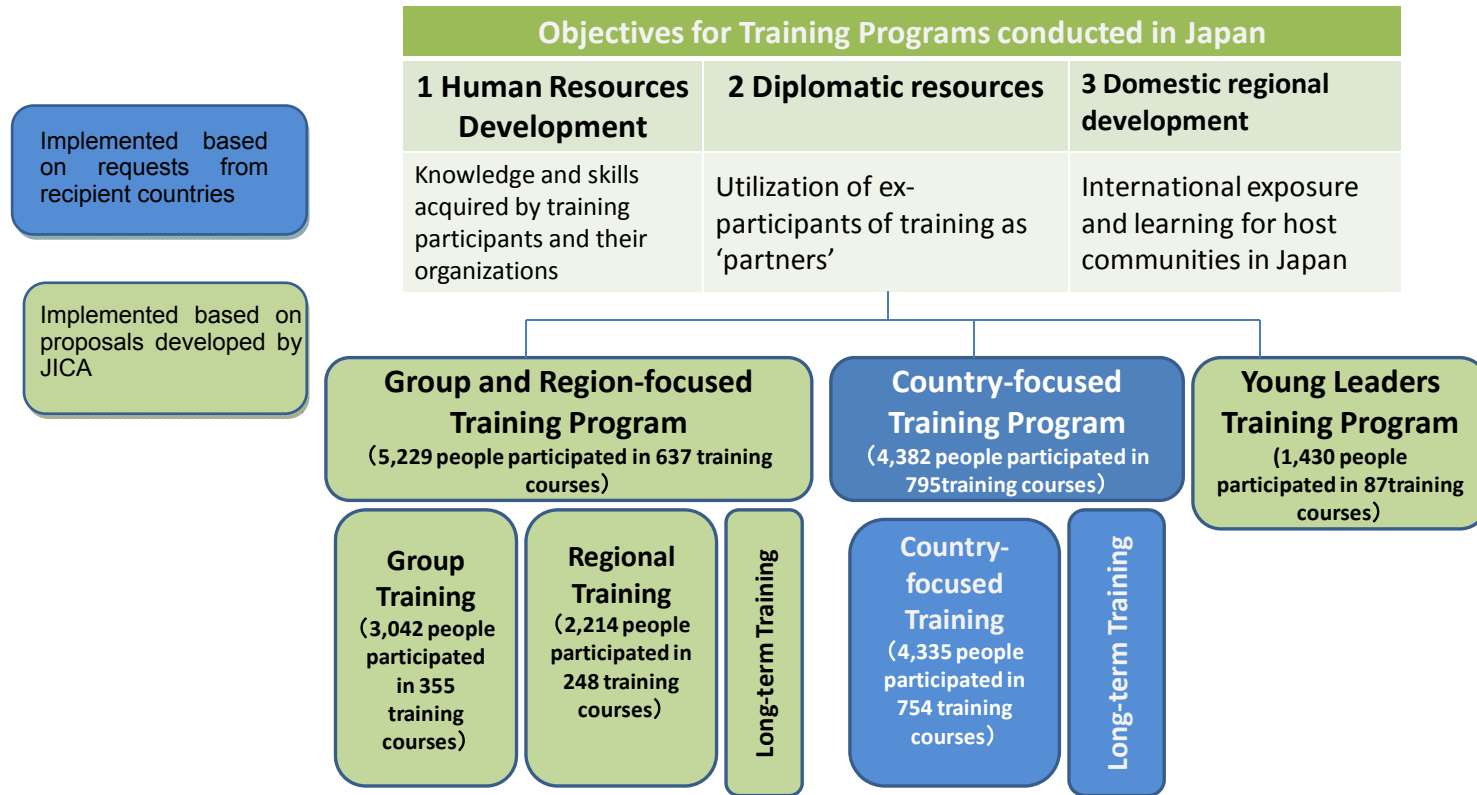
In designing the evaluation framework, the Evaluation Team first attempted to clarify various objectives that the Scheme aims to address, as illustrated in Figure 1 below. Even though the immediate objective of the training activities refers only to Objective

1 (Contribution to human resources development in recipient countries), the Evaluation Team is of the view that the Scheme as a whole has other long-term, broader objectives. Beyond the explicit objective to contribute to human resources development, long-term objectives include Objective 2 diplomatic resources (i.e. to nurture 'pro-Japan' groups of individuals in the recipient countries), and Objective 3, regional development within Japan (i.e. to contribute towards international exposure in various non-metropolitan areas in Japan, and to nurture domestic support for ODA programs among taxpayers.). The Evaluation Team has noted that the aforementioned Objectives 2 and 3 are important pillars of overall objectives of the Scheme, although they are not clearly or explicitly articulated in official policy documents as described.

The evaluation was conducted between June, 2011 and February, 2012. The methods for information gathering and analysis included distribution of a questionnaire survey among JICA overseas offices and institutions that implement training courses in Japan, in-depth interviews of both training program organizers in Japan as well as ex-participants of JICA Training Programs (e.g. case studies in Indonesia), a literature review, and four round-table discussions involving stakeholders of the Ministry of Foreign Affairs, relevant departments of JICA, and the Evaluation Team to monitor the progress of the evaluation exercise.

This summary document presents: 1) the key results of the evaluation against the three evaluation criteria as explained above, 2) the key findings from a historical review of the Scheme and an analysis of its comparative advantages, and 3) recommendations for future improvement of the Scheme.

Figure 1 JICA Training and Dialogue Program ‘Objective Framework’



Source: JICA Homepage Types of Training and Dialogue Programs, number of courses and participants (The figures in the brackets indicate the actual number of courses implemented and the participants in 2009. The number of long-term courses and the participants for Group and Region-focused Training and Country-focused Training for 2009 were 73 participants for 34 courses and 47 participants for 31 courses respectively.

1-1 Summary of the Evaluation Results

The following summarizes the key evaluation results based on the aforementioned three criteria: 1) relevance of policies, 2) effectiveness of the results and 3) appropriateness of the process. While the Scheme has been given positive evaluation based on the criteria of 1) 'relevance of Policies' and 2) 'effectiveness of the results', many challenges have been identified in terms of the 3) 'appropriateness of the process' criterion (details are given below). The fact that the Scheme has been continuously implemented since 1954, without any interruptions, is itself a considerable achievement. With respect to examination of the objective of 'effectiveness of the results', the Evaluation Team determined through the present exercise that a long-term commitment towards human resources development has generated substantial cumulative results. These results include contributions to effectively solve development issues (through ex-participants' gained expertise and contributions), regional development and international exposure within Japan, and the creation of numerous 'pro-Japan' groups and friends of Japan in various parts of the world. In contrast, the Evaluation Team noted a number of issues with respect to addressing 3) the 'appropriateness of the process' objective. Specifically, the implementation process and the structure of the Scheme should be reviewed with a view to ensure the quality of the Training Program in a sustainable manner.

The Evaluation Team is of the view that the Scheme has to be strengthened and reshaped overall in order to achieve its strategic, long-term objectives. Particularly, the long-term objectives 2 and 3 (see Figure 1) have not been clearly articulated in policy documents thus far. **In reshaping the Program as a whole, it is essential to have a long-term perspective-perhaps extending over the next fifty years-and to explore ways of developing the greatest potential of the Scheme, effectively building upon invaluable achievements made in the past. The Evaluation Team believes that potential areas of focus include contribution towards Japan's diplomatic relationships, development of human resource networks within Japan, and further contribution towards human resources development in developing world contexts.** In addition, the Government of Japan should focus on effectively communicating achievements made through the Scheme with Japanese taxpayers in order to garner their understanding and continued support.

The following sections provide key evaluation results for each of the three criteria: 1) relevance of policies, 2) effectiveness of the results and 3) appropriateness of the process.

1-1-1 Relevance of Policies

■ Alignment with the Japanese ODA and diplomatic policies

The Scheme is well-aligned with the Japanese ODA and diplomatic policies. The Scheme is designed and implemented reflecting the basic policies of the Government of Japan as stipulated in the New ODA Charter, 2003. Moreover, certain reforms of the Scheme (e.g. strengthening 'program approach'³⁾) have been implemented based on

³ 'Program approach' in this document refers to JICA policy that promotes an integrated

the Report issued by the Ministry of Foreign Affairs ('ODA Review' dated June 2010). In addition, the Scheme has hosted numerous friendly gatherings attended by the training participants and members of the host communities in Japan in order to implement the Government policy of 'promoting public understanding and support towards the ODA programs'. Furthermore, the Scheme has been implementing activities during the past year to support recovery of the affected areas from the tsunami disaster, in line with the Government policy issued in June, 2011.

■ **Alignment with the recipient countries' needs**

In principle, the training courses are offered in accordance with the expressed needs of the recipient countries. However, the quality of the needs assessment process is difficult to determine primarily because it is not possible to fully understand the intra-Ministerial processes that are involved.

■ **Justification for implementing training courses in Japan**

In general, the cost for conducting training courses in Japan is considerably higher than for similar courses conducted in developing countries. Thus, it is important to clearly establish the justifications and advantages for implementing courses in Japan (such as unique and/or superior technology, or experience of Japan in that particular field). The Evaluation Team has noted that such justifications have been rigorously scrutinized in recent years thorough the process of training course development at JICA.

■ **Alignment with the global development agenda**

The themes of the training courses offered under the Scheme are all aligned with the priorities set out by the Millennium Development Goals (MDGs). In terms of the geographic priorities, an increasing number of courses have been developed for participants from the African Region in recent years, reflecting the conclusions of international conferences such as the Tokyo International Conference on Africa's Development (TICAD).

1-1-2 Effectiveness of Results

■ **Achievement of the immediate (primary) objective (human resources development (HRD) in recipient countries) of the Scheme**

Overall, the level of achievement of the immediate HRD objective of the Scheme is reasonably high. The Evaluation Team, through this evaluation process, has identified numerous cases of ex-participants implementing in-country activities based on skills and competencies imparted during JICA trainings. In particular, ex-participants who took part in the training in conjunction with other JICA assistance schemes (e.g. volunteers, technical cooperation, grant-aid schemes, etc.) appeared to have

assistance strategy, combining various schemes (i.e. grant aid, technical cooperation, loans and training programs) to generate synergies towards more effective support for priority sectors and developmental issues.

produced a significant number of tangible results following training. In contrast, it has been reported by some ex-participants that ‘translation from learning to doing’ is a challenge due to budgetary constraints within their own organizations, or other constraints beyond their immediate control. The present evaluation exercise identified the following key factors influencing the effectiveness in meeting the goals of the HRD objective: 1) selection process of the participants, 2) appropriate training course duration and training course implementation structure, and 3) follow-up systems for ex-participants. With respect to ‘appropriate training course duration and training course implementation’, many respondents expressed their concerns over the potential negative consequences of the recent trend of cutting down training course duration due to budgetary limitations.

■ **Achievement of other objectives (Nurturing developmental and diplomatic partners among ex-participants in recipient countries)**

JICA overseas offices are making efforts to establish collaborative relationships with the alumni associations of ex-participants. Although the majority of the alumni associations have been established relatively recently (after 2000), they represent the real ‘assets’ generated from the Training Program. There are associations with over 1,000 members in 13 countries. The Evaluation Team confirmed multiple cases in which long-term linkages and friendships developed among ex-participants in addition to relationships being fostered between ex-participants and Japan.

■ **Achievement of other objectives (Regional development through international exposure of Japanese communities during trainings)**

The Evaluation Team confirmed that the Training Program has made a significant impact on Japan itself at individual, organizational, and community levels. In particular, when interactions between ex-participants and members of the Japanese communities continue for an extensive period of time, such impacts become more significant. The Scheme offers one of a few direct opportunities for the general public in Japan to familiarize themselves with ODA programs in action.

■ **Other results**

The Scheme effectively contributes towards various elements of other ODA schemes at different stages of the projects. For example, the Training Program has previously been utilized to promote active participation of recipient countries at project formulation stages, thereby increasing the potential impact of the project during actual implementation

1-1-3 Appropriateness of Process

■ **Appropriateness of the planning and implementation processes**

A number of improvements have been made to the overall planning process of the ‘theme-based training programs’ in recent years, including development of needs assessments and strengthening linkages with other projects under the same thematic areas. However, many institutions that implement training courses in Japan pointed

out significant levels of remaining issues in the planning and implementation processes, especially regarding the selection process of participants and needs assessments. In addition, the quality and content of the pre-departure preparatory activities, which are conducted at the discretion of each recipient country, tend to vary widely from one country to another.

■ **Appropriateness of the implementation structure**

In recent years, the implementation structure of the Scheme has gone through a considerable reform process, streamlining the tasks undertaken within Japan and overseas, as well as strengthening preparations at JICA, both centrally (Headquarters) and at domestic offices throughout Japan. Additionally, a variety of institutions in Japan, including local governments, universities, and the private sector, have increased their collaboration with JICA. However, staff shortages at JICA overseas offices and domestic centres in Japan have aggravated the reform process. In terms of capacity for institutions implementing trainings, it is imperative that they ensure recruitment of qualified course leaders and facilitators.

■ **Appropriateness of the process from the perspective of ensuring the quality of training courses**

Various efforts have been made by JICA's domestic centres and other institutions that implement the training courses to ensure the quality of training courses, including development of needs assessments, recruitment and placement of appropriate facilitators, analysing effective training methods, and follow-up. Nonetheless, institutions that implement the training courses still require further support from JICA, particularly with respect to human resources. The Evaluation Team noted from numerous comments by ex-participants and other concerned parties that recent reductions in training course duration has had negative impacts on the level of understanding by participants, and has made the training course schedule unreasonably congested with numerous activities packed into a short period of time.

■ **Appropriateness of monitoring, evaluation, and follow-up**

The Evaluation Team noted reasonable improvement with respect to relatively short-term (1 to 3 year periods) monitoring and follow-up. In the process of strengthening 'program approach,' respondents during the present evaluation commented that a follow-up and evaluation budget should be allocated for each program, rather than on course-by-course basis. However, the Evaluation Team is of the view that improvements need to be made regarding prioritizing long-term follow-up, with a view to creating sustainable relationships with ex-participants as both development and diplomatic partners of Japan.

1-2 Key findings from the historical review of the Scheme and analysis of its comparative advantages

1-2-1 Review of the historical roles of the Scheme

As part of the evaluation exercise, the Evaluation Team conducted an historical review of the roles that the Training Program has played during the past half-century by dividing the period into 3 periods (early period (1954~1980s), middle period(1990s) and present(after 2000))and depicting the characteristics for each period as follows.

- Early period (1954-1980s): The Scheme began with an invitation of 16 training participants from Asian countries as part of Japan's post-war technical cooperation. The training program at that time primarily focused on promoting understanding of the situation in Japan through individual training programs. The focus of the initial trainings gradually shifted from understanding the Japanese situation to skills and technology transfer.
- Middle period (1990s): The overall ODA budget of Japan expanded rapidly and so did the size and scope of the Scheme. The expansion applied not only to the number of participants but also to the variety of training courses offered, including courses on general and systems management as well as the traditional 'transfer of technology'-oriented courses.
- Present (after 2000): The overall ODA budget of Japan has been declining in recent years and; the expansion of the Scheme has been halted as more demands for effective and efficient implementation emerge. Moreover, requests are being made for clarification of the comparative advantage of Japanese Training Programs over those offered by newly-emerging donors (such as South Korea and China).

The aforementioned shows the significant changes that the Scheme has undergone over the past fifty years. It has played different roles and its impact has varied depending on the overall environment in each era. Yet the cumulative impact that the Scheme has had since its inception, both within and without Japan, is clear. The Scheme has a potential to shift its objective focus from 'assistance' to 'mutual development' in today's global environment. As such, the Evaluation Team is of the view that the Scheme remains as significant today as it has since it began, and has a potential to increase its global importance in the future for the following reasons.

One may reasonably anticipate that the Japanese ODA budget will either remain at status-quo or undergo a decline in funding levels, especially taking into account the current contraction of the Japanese economy. Moreover, Japan's overall status in the international community in the future is also unclear. **It is thus important for the Government of Japan to maximize its potential with the Scheme as a means to promote 'pro-Japan' groups in the developing world as well as to contribute towards regional development within Japan itself through international exposure. As such, the Scheme has the tremendous potential to play an important diplomatic role and may effectively serve long-term national interests, in addition to contribute to human resources development in recipient countries.** Based on

this perspective, the Evaluation Team recommends that the Government of Japan considers measures to further improve quality and to ensure the Scheme's contribution to various types of objectives (as depicted in Figure 1), including possible increase in the budget per training course unit. This point holds despite an expected decline in the overall reduction in the ODA budget in the near future, thereby resulting in a reduction in the overall size of the Scheme and the number of participants to be invited to the Scheme annually.

1-2-2 The comparative advantages of the Training and Dialogue Program

The comparative advantage of the Scheme was assessed against: 1) other similar schemes implemented by JICA, and 2) other similar schemes offered by other international (bilateral) donors.

- 1) *Other similar schemes implemented by JICA:* In terms of comparison between training courses offered in Japan and those offered in the participants' own country ('in-country' training) or a 'third country', there are various advantages and disadvantages for both. The advantages of the courses offered in Japan include sophisticated training environment and availability of advanced technologies, opportunities to promote understanding of Japan and the strong presence of Japan throughout the training courses. On the other hand, some disadvantages include high costs and the difference between the environment in Japan and that of the participants' home countries, making application of the skills learned in the courses more challenging. The advantages of the 'in-country' or 'third country' trainings include similar environments to that of the participants, which translates into easier application of skills and competencies gained during training, the lower costs involved, as well as contributing to capacity development in the host country. However, 'in-country' or 'third country' trainings have a distinct disadvantage in that they lack the direct experience of being in Japan during course implementation. It is thus important to scrutinize these characteristics during the planning of the training courses.

In summary, **the training courses offered in Japan have a major comparative advantage in the potential to meet the objectives in all three areas as previously illustrated in Figure 1. These include fostering strong and positive diplomatic relationships between Japan and recipient countries as well as having a dramatic impact on the communities within Japan involved in implementing the training courses.** In understanding the true value of the courses offered in Japan, it is important to recognize their potential in nurturing long-term friends of Japan in the world as well as in promoting further understanding of the ODA programs through international exposure to Japan. It is thus imperative for policy makers to understand the vital importance of the learning experience of the training participants in Japan. By receiving training in Japan, participants develop a deeper understanding of Japanese institutions, society and culture through their direct participation as a member of the community and the

interactions with Japanese people. In the long-run, results to be attained through such experiential learning may far exceed simple transfer of technology and skills.

- 2) *Other similar schemes offered by other international (bilateral) donors:* As compared with training programs offered by other bilateral donors, the Training Program generally enjoys a superior reputation due to some of the following factors: the program offers a variety of training courses which suit the requirements of the recipient countries, it offers programs that are highly practical, including site visits and experiential learning, and its follow-up is superior. On the other hand, the Training Program may not maintain its superiority in the future in terms of its size (i.e. number of participants per year), as well as the overall conditions it can offer to the participants (e.g. per diem) in comparison with those offered by newly-emerging donors. Nonetheless, **the long-standing reputation for high-quality trainings that Japan offers, including its variety of courses and well thought-through implementation, should be considered its most important 'comparative advantage' and what differentiates the Training Program from others.**

1-3 Recommendations for future reform of the Scheme

To summarize, **the most important recommendation that emerged resulting from the present evaluation exercise is that the Scheme demands further clarification of its strategic objectives.** In an official statement of Japan Ministry of Foreign Affairs, the objective of the Training and Dialogue Program is stated as follows:

‘To support human resources development in the developing world by transferring knowledge and skills in various specialized fields to the selected people from the countries, who are expected to become the pioneers in their own field in future’.

-Japan Ministry of Foreign Affairs Homepage

However, this statement does not clearly outline why training courses are offered in Japan rather than in the participants’ own countries or in third countries with similar conditions. The Evaluation Team is of the view that the official objective statement, in fact, only states a ‘short-to-mid-term objective’ for the Program (see Objective 1 in Figure 1) and thus loses sight of its long-term perspectives and goals (see Objectives 2 and 3 in Figure 1). As stated earlier, **the Training Programs offered in Japan should be conducted with longer-term, diverse objectives (see Objectives 2 and 3 in Figure 1). The Evaluation Team holds the view that these ‘unstated’ objectives are the essence of the true value of the Program which justifies its implementation in Japan. It is thus recommended that these long-term, diverse objectives (see Objectives 2 and 3 in Figure 1) should be officially clarified in view of strengthening the strategic value of the Program⁴.**

Table 1-1 below classifies the types of recommendations based on the guidelines provided by the Ministry of Foreign Affairs of Japan.

Table 1-1 Classification of recommendations for various actors of the Scheme

Recommendations		Priority	Headquarters in Japan (MoFA, JICA HQ)	Implementing agents in Japan (JICA domestic offices, training implementation institutions)	Overseas institutions (Embassies of Japan, JICA overseas offices)
1. Clarify Strategic Objectives of the Scheme	Enhance strategic values of the Scheme by clarifying objectives and aligning selection process of participants, etc.	High	○		
	Align the program planning with each objective	High	○	○	○

⁴ Transfer of knowledge and technology may be achieved within a relatively short time period. However, nurturing friendships and creating a group of people who have a deep understanding of Japanese society and culture requires more time and investment. ‘Short-term’ and ‘long-term’ objectives in the present summary are stated with such considerations in mind.

2. Ensure high quality of the training courses offered under the Scheme	Strengthen program approach and other means to link-up with other development assistance schemes	High	○	○	○
	Select training programs with clear comparative advantages of offering in Japan	High	○	○	○
	Establish 'Japan brand'	High	○	○	○
	Tailor training implementation procedures according to the different status of the recipient countries	Medium	○		
	Ensure 'experiential learning' elements in the training courses.	Medium	○	○	
	Strengthen support for the institutions that implement training courses	Medium	○	○	
3. Implement reform with a view to achieving long-term national interest	Strengthen partnership with ex-participants	High	○		○
	Strengthen the implementation structure through means such as public-private partnership	Medium	○	○	○
	Promote mutual learning processes between those concerned with the Scheme in Japan and recipient countries	Medium	○	○	○

The following sections discuss each of the recommendations presented in Table 1-1 above.

1-3-1 Clarify the strategic objectives of the Scheme

1. Enhance strategic values of the Scheme by clarifying objectives and aligning selection process of participants, etc.

【Evaluation results】

As discussed in earlier sections of the present summary, the Evaluation Team is of the view that the Training Programs offered in Japan are being conducted with longer-term, diverse objectives (see Objectives 2 and 3 in Fig 1). It may be also stated that the true value of the Program lies in its potential to achieve greater impact through these long-term objectives. At present, however, these long-term, diverse objectives are not clearly articulated and thus appropriate measures to maximize the potential of the Program are not currently being undertaken.

【Suggested direction of reform】

It is important for the Government of Japan to clearly (or officially) recognize the potential of the long-term and diverse impacts of the Scheme. Subsequently, it is recommended that the Government re-establish the concepts and implementation processes of the Scheme with a view to strengthening its strategic potential, not limited to the present short-term focus of human resources development (Objective 1 of Fig 1). Accordingly, the types and quality of selected training participants should be scrutinized based on the types of objectives pursued (e.g. high-ranking officials within governments, counterparts of technical cooperation projects, youth, etc.)

【Recommended concrete actions】

It is recommended that the following three objectives of the training programs offered in Japan are officially clarified:

- (1) Human resources development and contribution towards solving development issues (short-term objective);
- (2) Contribution towards diplomatic objectives including creation of 'pro-Japan' groups of individuals in the developing world (long-term objective); and
- (3) Contribution towards regional development and promotion of understanding of international issues in the regions in Japan through exposure and direct interactions with training participants.

In line with the above three objectives, the types of participants in the training courses (e.g. high-ranking officials of the governments, counterparts of technical cooperation projects, youth, etc.) should be adequately scrutinized prior to selection. For example, a possible structure for organizing different types of training participants is suggested in Table 1-2.

Table 1-2 Objectives and Types of Training Participants (Draft)

Objectives of Training	Types of Training Participants
1 Human resources development and contributions towards development issues	<ul style="list-style-type: none"> ■ Counterpart personnel of technical cooperation projects ■ Personnel who play central roles in their organizations ■ Young people who have the potential to become future leaders in their field
2 Diplomatic creation of ‘pro-Japan’ groups of people in the developing world	<ul style="list-style-type: none"> ■ Individuals who have the potential to play important roles in diplomatic and business relations with Japan and Japanese corporations ■ Youth in general
3 Regional development through international exposure within Japan	<ul style="list-style-type: none"> ■ Individuals who have the potential to play important roles in business relations with Japanese corporations ■ Individuals who play important roles in the regional development of their own country

2 Align the Program planning with each objective

【Evaluation results】

As mentioned above, short-term impacts (i.e. human resources development in recipient countries) of the Scheme are attached greater importance, and long-term, diverse impacts are not well scrutinized. In addition, there are numerous issues surrounding the selection process of the participants and the duration of training courses.

【Suggested direction of reform】

Training courses offered in Japan should be planned in order to achieve specific objectives. In other words, a ‘means-to-an-end’ relationship should be clarified in terms of planning, including training course duration, content, and participant selection procedures.

【Recommended concrete actions】

Please see Table 1-3 for concrete suggestions. The Evaluation Team noted many comments made during the present exercise regarding concerns over the shortened training course durations due to ‘budgetary efficiency’ considerations and constrictions. Pursuit of ‘budgetary efficiency’ may undermine the levels of understanding of the course content by the participants, opportunities to learn about Japanese culture and people, as well as the quality of international exposure among the host communities in Japan. It is potentially counter-productive to overburden participants with tight training timetables. In addition, it is essential to ensure the quality of interaction between the training participants and the host communities in Japan in order to establish a mechanism for long-term, sustainable relationship-building. The training course duration in general should be determined with these considerations in mind, although short

training courses may be appropriate for high-ranking participants who are unable to afford an extended stay in Japan.

In addition, a closer collaboration between JICA Headquarters and its overseas offices is necessary during the planning process, particularly in order to ensure precise understanding of the participants' needs in recipient countries.

Table 1-3 Realigning training courses for specific objectives (Draft)

	Short-to-Medium-term HRD Objectives	Medium-to-Long-term Objectives
Selection of participants	Technical personnel & government officials, including counterparts of technical cooperation projects, youth in general	Those people who may play important roles in diplomatic relationship and business relationship with Japanese corporations (including high-ranking officials)
Selection methods	Consultations with Japanese Embassies, JICA overseas office, project experts and JOCV.	Consultations with Japanese Embassies, JICA overseas office, JICA domestic offices
Content	Technical training, management	Policy dialogue, interactions with members of the host community
Training duration	Relatively long	Relatively long training is desirable but when not feasible, short-term training should be arranged

1-3-2 Ensure high quality of the training courses offered under the Scheme

1. Strengthen program approach and other means by linking with other development assistance schemes

【Evaluation results】

Since 2008, JICA has been promoting implementation of the Training Program as part of its overall assistance program. The structure for implementing the 'program approach' has become more concrete in 2011 with the round-table discussion involving concerned parties within JICA. It has been noted that the 'program approach' has so far contributed to enhancing effectiveness of the results due to improved selection of participants and follow-up based on the framework of each program.

【Suggested directions of reform】

For those training courses which aim at achieving human resources development and contribution to development issues, it is suggested that training courses are offered within the framework of assistance programs. It is more important to aim for 'better results' than 'greater numbers of training courses'. Such an approach would require an appropriate implementation structure. In addition, in order to aim at improving the quality of each training course, budgets and the training duration per course unit should be increased, and the number of training courses offered should be reduced in exchange.

【Recommended concrete actions】

For those training courses which aim at achieving human resources development and contribution to development issues, training courses will be offered within the framework of assistance programs including planning, implementation and follow-up (see Table 1-4 below).

Table 1-4 Suggested improvements to be made through a ‘program approach’ at different implementation stages of the Training Program

Implementation stages	Possible improvements through a ‘program approach’
Planning	<ul style="list-style-type: none">• Enhance program planning to meet the needs of recipient countries by utilizing the Training Program in the program planning processes.• Conduct training request surveys within the program framework
Implementation	<ul style="list-style-type: none">• Reduce the number of training courses offered in view of the selection and concentration under ‘program approach,’ and continuity of overall programs.• Increase budgetary allocations for each training course unit and extend the duration of training, including the preparation period and monitoring/follow-up.
Monitoring, Evaluation, Follow-up	<ul style="list-style-type: none">• Implement monitoring, evaluation and follow-up for the program as a unit (rather than each training course).
Implementation structure	<ul style="list-style-type: none">• Strengthen collaborative linkages among JICA HQ, JICA overseas offices and JICA domestic offices at each stage of implementation.

On the other hand, those training courses that aim at achieving long-term diplomatic goals should be flexibly implemented (i.e. not necessarily within the framework of assistance programs) by conducting needs assessments and other preparatory and planning measures. In addition, for any training to achieve its intended impact, a strong collaboration between JICA overseas offices and JICA domestic offices is vital. However, the shortage of staff at both domestic and overseas JICA offices should be taken into account. One possible way of reducing workloads might be to consider conducting evaluations of training on the assistance program basis (i.e. rather than on project basis) and follow-up on selective case basis (i.e. rather than making all individual participants as targets).

2. Select training programs with unique features and clear comparative advantage of offering in Japan

【Evaluation results】

The recent trend of the distribution of training participants in different types of training courses shows a sharp increase in the proportion of in-country training participants in contrast to a decline in the courses offered in Japan. As already discussed in the

present summary, it is important to take note of the positive characteristics of the courses offered in Japan (particularly with respect to enhancing the participants' understanding of Japan and its culture), which cannot be replaced by in-country training or third-country training.

【Suggested directions of reform】

Comparative advantages of the different types of training should be fully scrutinized in making decisions about whether to offer the course in Japan or not. An effective combination of different types of training courses (e.g. offer part of a training in-country and in the rest in Japan) should also be reviewed.

【Recommended concrete actions】

- Each type of training courses (i.e. courses offered in Japan, in-country training, and third-country training) has its own advantages and disadvantages, which should be fully taken into account in the decision-making process. In more concrete terms, courses offered in Japan should be prioritized for those training themes that 1) concern Japanese policies and institutions, and 2) handle technical areas with strong comparative advantages in Japan. Those training themes that are better delivered in similar socio-cultural or natural environments may be conducted as in-country or third-country trainings.
- A flexible combination of the above-mentioned three types of training should be reviewed in order to maximize the comparative advantage of each type, in terms of language, regional characteristics, technical levels and cost involved.

3. Establish the 'Japan brand' (offer training courses with unique features and comparative advantages)

【Evaluation results】

Opportunities for overseas training and country visits offered by various donors, including newly emerging donors such as China and South Korea, to the personnel of developing countries have been rapidly increasing. It is thus unlikely for Japan to maintain its superiority in terms of the annual number of training participants, general conditions offered to participants (e.g. per diem) and the variety of courses offered in the Training Program. On the other hand, the reputation of JICA's Training Programs for its high-quality curriculum and overall training experience remains strong.

【Suggested directions of reform】

It is important to differentiate JICA's Training Programs from the others based on its quality. Such 'high-quality-focused' training programs may be recognized as the 'Japan brand' and concerned parties may endeavour to further refine its comparative market advantage.

【Recommended concrete actions】

The elements that comprise ‘high-quality’ trainings may include: a large variety of training courses offered, carefully thought-through curricula and implementation, and effective training methods which should include peer-learning and an emphasis on ‘experiential learning.’ These training methods are also theoretically proven in terms of their effectiveness, as indicated in the adult-learning principles⁵. It is suggested that the training program design should be conducted recognizing existing strengths that comprise the ‘Japan brand’ and it should make conscious efforts to highlight these features further. On the other hand, the institutions that implement training courses in Japan are struggling to ensure recruitment of qualified facilitators. Recruitment of such experienced personnel such as JOCV (Japan Overseas Cooperation Volunteers) alumni and project experts who served in technical cooperation projects as course facilitators might effectively fill the existing gap in human resources.

4. Tailor training implementation procedures according to the different status of the recipient countries

【Evaluation results】

Among those countries for which technical cooperation projects are being reduced, such as Indonesia, where case studies have been conducted for the present evaluation, the typical advantages of a ‘program approach’ is becoming difficult to apply as a means of strengthening implementation of training, including selection of participants and follow-up. This is because tapping the resources of technical cooperation for the purpose of training implementation (i.e. JICA overseas office staff in charge, project experts, and counterpart organizations) becomes no longer possible without existing technical cooperation projects. This situation is applicable to middle-income countries and presents another challenge to Training Program implementation. In this connection, there is a Cabinet decree issued in Dec 2010, which suggests conducting in-country training programs on a cost-sharing basis with the recipient governments.

【Suggested directions of reform】

It is necessary to tailor the training implementation structure to fit the situation of the recipient country. For example, in middle-income countries new training implementation schemes and cost-sharing possibilities should be explored.

【Recommended concrete actions】

- Strengthen ‘partnership’ elements in the training courses offered for middle income countries by adopting/strengthening elements such as tripartite

⁵ Adult learning principles indicate that adults tend to learn better when the training methods are geared towards emphasis on self-led learning, experiential learning, self-evaluation of achievements and learning through problem-solving.

- cooperation and third-country training.
- Consider developing training courses of common interest for a group of countries (or a region), such as ASEAN (Association of Southeast Asian Nations).
 - Explore possible cost-sharing measures with middle-income countries, which are already being implemented with Malaysia, for example.

5. Ensure ‘experiential-learning’ elements in the training courses

【Evaluation results】

As stated earlier, one of the strength of JICA’s Training Program lies in its training methodology, which emphasizes practicality of the training (i.e. as opposed to a theoretical orientation), through use of experiential learning methods including workshops, site visits, and practical trials of acquired skills. In comparison to other donor-supported training programs, which often focus on didactic classroom learning through lectures, JICA’s training prioritizes knowledge and skills that can be actually used and applied when the participants return to their home countries.

In addition, participants benefit from opportunities to learn the overall social and cultural context of Japan through their participation in the courses offered in Japan. The Evaluation Team has noted that specific types of experience are firmly registered and remain alive in the participants’ mind for decades after they leave Japan. Such experiences may be characterized as ‘touching the heart’—being described as ‘discovering’, ‘surprising’ and having ‘moving experiences’. It is experiences such as these that leave participants with their own long-lasting, never-fading ‘images’ of Japan which translates into a long-term friendship with Japan. In addition, interactions between the training participants and communities leave a lasting impression on the members of the host communities in Japan, promoting enhanced understanding of international issues and regional development.

The recent trend of shortened training course durations and the resulting diminishing opportunities for participants’ interactions with Japanese people and other experiences is thus noted with concern. Under the guise of ‘efficiency,’ the Training Program may in fact risk a loss of the real crux of its value if the present trend of cutting-down experiential learning elements continues.

【Suggested directions of reform】

JICA’s Training Program must value the experiential learning content of the training courses that touches the heart of the participants such as ‘discovering’, ‘surprising’ and having ‘moving experiences’. The training course period and program contents should not be economized to the point where these elements that promote creation of future friends and allies of Japan are eliminated. Unreasonably tight training schedules also reduce opportunities for the members of host communities in Japan to benefit from interactions with the training participants.

【Recommended concrete actions】

The following measures are recommended for exploration:

- The training timetable should be developed taking into account the participants' points of view; specifically, it should not be overly tight with too many activities crammed into a short period of time. Better learning is facilitated through a relatively relaxed schedule with sufficient time devoted to each item of the curriculum.
- With a view to enhance a deeper learning experience of the participants, the training should incorporate opportunities for them to learn Japanese value systems, concepts, organizational structures and functions through direct observations and interactions with Japanese people.
- The bottom line is that the training courses offered in Japan should not be limited solely to technical transfer: they should offer an experience that remains in the participants' hearts for a long time. In this connection, it is essential for the preparatory activities for the participants to include 'survival level' Japanese language lessons.

6. Strengthen support for the institutions that implement training courses

【Evaluation results】

There are over 300 institutions in Japan that implement the Training Program, including academic, local government and private sector organizations. These organizations ensure uninterrupted implementation of the Program on the frontlines. Many of these implementing institutions request a provision of follow-up information and improvements in terms of levels of financial compensation. Many of them also require specific training designed for human resources development and for international cooperation (since most of them are not specialized in 'international cooperation' as such).

【Suggested directions of reform】

Explore possible ways to strengthen support for the institutions that implement training courses, keeping in mind the above-mentioned requests.

【Recommended concrete actions】

- Improve information flow to the implementing institutions, including training needs, results of evaluation and follow-up.
- Provide necessary information for the institutions to ensure the quality of training delivered.
- Explore appropriate incentive schemes for the course leaders and facilitators.
- Explore ways to schedule training courses evenly throughout the year (i.e. avoid congested training schedule during certain periods of the year).
- Promote information sharing on training materials by creating networks of

institutions for each subject areas.

- Strengthen support from JICA domestic offices to the implementing institutions in development of their human resource capacity.
- Explore ways to establish regular budgets set aside for the implementing institutions.

1-3-3 Implement reform with a view to achieving long-term national interest

1. Strengthen partnerships with ex-participants

【Evaluation results】

Approximately 256,000 people have participated in the training courses offered in Japan between 1974 and 2010. In many countries, JICA training course ex-participant alumni associations are formed, which exemplifies the ‘human assets’ that this Scheme has managed to build up over the past few decades. Alumni associations help ensure sustainability of the impact of training courses through its activities in recipient countries. At this moment, such ‘human assets’ appear to be underutilized as development partners, resulting in an inefficient cost-benefit relationship considering the investment made by the Government of Japan.

【Suggested directions of reform】

Explore ways to effectively link with, and mobilize, the alumni associations based on a clear realization of their potential value. More specifically, identify ways to mobilize alumni associations for developing long-term diplomatic linkages and for taking collaborative and collective actions as development partners.

【Recommended concrete actions】

The following actions may be considered with a view to strengthen partnerships with ex-participants:

- Expand budgetary support to the alumni associations with a view to nurturing ‘pro-Japan’ groups, and seek their contributions in the preparation and follow-up processes of training courses.
- Conduct country-specific surveys to grasp the professional development status of ex-participants.
- Promote recruitment of ex-participants in JICA technical cooperation (e.g. C/P of technical cooperation projects).
- Expand utilization of Social Networking Services (SNS) for sustainable communications and contacts with ex-participants.
- Actively search from among the training participants for potential long-term partners of Japan and explore strategies to nurture strong relationships.
- Under the leadership of the Ministry of Foreign Affairs of Japan and Japanese Embassies, develop a framework for sustainable linkages with ex-participants in a

number of training and other related programs offered by Japan.

2. Strengthen the implementation structure by developing public-private partnerships and partnering with local governments

【Evaluation results】

Traditionally, the Training Program implementation costs have been entirely borne by JICA and the Government of Japan. Recently, there have been some examples of training implementation on a cost-sharing basis in partnership with local governments (e.g. City of Yokohama) and the private sector (e.g. the Termo Corporation). Such partnerships are extremely useful, not only from the budgetary perspectives, but also in terms of tapping advanced technology and knowledge of the private sector for use in the training programs. Overall, diversification of partners and training implementation structures are necessary with a view to developing the Scheme in a sustainable manner towards the future under the present environment of budgetary constraints within the Government. Those institutions that implement training courses are encouraged to pro-actively seek out such new opportunities offered by public-private partnering and partnering with local governments.

【Suggested directions of reform】

Diversify partnerships with various institutions in Japan (including local governments and private sector firms), and adopt innovative training implementation structures with a view to develop the Scheme in a sustainable manner towards the future.

【Recommended concrete actions】

The following shows some of the concrete ideas and recommendations to implement the above-mentioned reform:

- Develop overall collaborative agreements, including cost-sharing schemes, with local governments and private sector firms.
- Develop partnership between JICA Headquarters, its domestic offices and various communities in Japan, including local governments, private sector firms, and schools.
- Activate information-sharing by JICA with the above-mentioned potential partners.

3. Promote mutual learning processes between those concerned with the Scheme in Japan and overseas

【Evaluation results】

As the human resources and institutional base in the developing countries expand, it is recognized that training programs are increasingly becoming platforms for mutual learning between Japanese personnel and participants from developing countries. This

stands in contrast to the traditional notion of one-way, didactic teaching and learning. Moreover, exchanges and other interactions among academic, research, business and other personnel are becoming increasingly common. Such trends represent a paradigm shift from 'assistance' to 'mutual development.'

【Suggested directions of reform】

Develop 'win-win' relationships between the host communities in Japan and the recipient countries through the Training Program with JICA domestic offices playing a central role. This might be possible by utilizing the network of ex-participants for academic exchanges and creation of new business opportunities.

【Recommended concrete actions】

- Promote regional development within Japan by exchange of ideas for regional development between members of the Japanese communities and training participants. Mutual learning could take place by discussing common issues. Identify leaders among the host communities to promote such mutual learning opportunities for the training participants.
- Support mutually beneficial linkages between local, private sector firms and training participants, including information provision by the participants and development of networks, which could lead to new business opportunities in recipient countries for the Japanese private sector.

Map of the case study country and photos

	
<p>Map of Indonesia where case studies for the Evaluation were conducted.</p>	<p>Ex-participants in action in Sulawesi</p>
	
<p>Primary classroom activities with JICA training participants, Obihiro, Japan</p>	<p>President and Secretary of KAPPIJA, alumni association of ex-participants of the Young Leaders Training.</p>
	
<p>A member of Sakura, alumni of ex-participants from the police</p>	<p>Mr Fary Francis, an ex-participant, is a Member of the Parliament</p>